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BOOK DEPARTMENT.

NOTES.

THE PAST AND PRESENT CONDITION OF PUBLIC HYGIENE, ETC., IN THE UNITED STATES,¹ gives an interesting though necessarily brief discussion of state boards of health, national health organization, voluntary associations, the control of infectious diseases, quarantine, food and drug inspection, public water supplies, sewerage and sewage disposal, school hygiene and medical inspection of schools, municipal hygiene, industrial hygiene, burial of the dead, railway hygiene, vital statistics, rural hygiene, the relation of the general government to public health, state medicine, medical education, registration of medical practitioners, inquest systems of the United States and various statistical statements and charts.

It is to be hoped that copies of this monograph will find their way into every public library. Not less important is it that this work be on the shelves of all sanitary offices, both state and local. Within the brief limits of one hundred pages are found a comprehensive history of the evolution of sanitation in the United States; a thorough and graphic presentation of the existing status of sanitation in the various states, and a searching criticism of the principal defects, with suggestions for improvement.

Of special service, both to the practical administrator and to the voluntary citizens' health organization, are the charts and tables, which must have entailed an enormous expense of time. It is probable that nothing would expedite sanitary reform like the extension of these tables to include the subdivision of states. A health officer without statistics, or a sanitary inspector without charts of his district, is like a miner without a lamp. Dr. Abbot has indicated the nature of the requisite charts and statistics. State and local boards can with little expense carry out the idea. Every statistician who reads the monograph will certainly be tempted to reproduce these studies in his own field.

The author declares the most prominent points in relation to public health in the United States at the present time to be:

"First of all, the marvelous rapidity with which the introduction of public water supplies has been effected in the past twenty-five years, specially in the states west of the Mississippi valley.

¹ *A Monograph on American Social Economics for the Department of Social Economy of the Paris Exposition.* By SAMUEL W. ABBOT, M. D. Pp. 103. 1900.

"*Second*, the stimulus which has been given to the methods employed for preventing the spread of infectious diseases through the agency of bacteriological investigations and the establishment of public and private laboratories for aiding sanitary work.

"*Third*, the necessity of providing a central bureau or department having authority to collect the vital statistics of the United States, from the different states and territories, and to publish the results of the same. It should also be the duty of such bureau to secure uniformity in the methods of collection and presentation in all parts of the country.

"*Fourth*, the need of one strong, central sanitary organization at Washington to co-operate with and to aid state and municipal sanitary authorities in every branch of public hygiene. . . . The failure of Congress to continue the useful work of the former National Board of Health, and its final dissolution, as a consequence, can only be regarded as a serious mistake."

Special emphasis is laid upon the necessity of reliable statistics in the states. Only ten states maintain at present a fairly complete system; viz, the six New England states, New York, New Jersey, Delaware and Michigan. The larger part of the country is, therefore, entirely unprovided with any satisfactory system of state and municipal registration. It is obvious that so long as this situation obtains, that the census returns of vital statistics are little more than guesses so far as thirty-five states are concerned.

It is to be regretted that the author did not discuss more at length the administrative reorganization which will bring about an improvement of our vital statistics. For instance, the statement is made that hygiene is neglected to a marked degree in rural districts. Having asserted that the preservation of the health of the fifty millions occupying the rural districts is a matter of quite as much importance as that which relates to the dwellers in cities, he omits to attribute the neglect of hygiene to the absence of sanitary administration. It is quite probable that the rural population would more readily adopt the hygienic mode of living suggested in detail by the author if they had constantly presented to them in a graphic way by sanitary officers, a demonstration of the expensiveness of their present unhygienic habits.¹

Mr. JAMES DEWITT ANDREWS, in his "American Law,"² recently published by Callaghan & Co., of Chicago, has made a most valuable contribution to the legal literature of the United States. For

¹ Contributed by Dr. WILLIAM H. ALLEN.

² Pp. lxvi, 1145. Price, \$6.50.

the practicing attorney this work far excels anything which has yet been written. The work, however, bears the clear impress of the student of law rather than the student of political science. The author has taken his outline and classification largely from Blackstone and other old books. This classification was formulated at a time when little thought was given to political science. In his division of the subject into the law of persons, things, actions and crimes, Mr. Andrews discusses government as a part of the law of persons. This, while it allows of the discussion of legal principles and precedents, is very confusing to a student of government. Such a classification stands in the way of a clear understanding of the various political relations instead of serving to elucidate the subject. While, therefore, too much cannot be said for the work to one interested in legal rules and precedents, it cannot be recommended as a text-book for the student of political science.

PROFESSOR BULLOCK has recently brought out a "new, revised and enlarged edition" of his "Introduction to the Study of Economics."¹ The principal changes made have been a restatement of the theory of value in Chapter VII, and the addition of a sixty-page chapter on "Governmental Expenditures and Revenues." A comparison of the new edition with the former work shows decided improvement in every case that change has been made. The restatement of the theory of value is especially deserving of commendation, as it now brings out clearly the distinction between the money, or business man's conception of costs and the social or economist's conception. Moreover, the style of the whole work has gained in firmness and clearness as a result of the changes that have been made and the information, noted as such a valuable part of the book, has been brought down to date. The large circulation which the work has enjoyed attests its suitability as a college text, and it may be stated confidently that the new edition will satisfy, even more completely than did the original work, the requirements of teachers of economics.

M. J. FRANCISCO, who explains in his preface that twelve years of practical experience as manager of an electric light plant qualifies him to analyze statements and reports of electric plants, has published a pamphlet of 172 pages, entitled "Municipalities vs. Private Corporations, Political and Business Management Compared."² The only

¹ "Introduction to the Study of Economics." Pp. 581. Price, \$1.50. New York: Silver, Burdett & Co., 1900. The first edition was reviewed in the ANNALS, Vol. X, p. 447.

² Price, \$1.00. Rutland, Vt.: M. J. Francisco & Son, 1900.

thing of any value which it contains is an abstract of an address delivered by the author a few years ago before the League of American Municipalities. The rest of the pamphlet is a hotch-potch of miscellaneous data and expressions of opinion intended, no doubt, to repudiate the arguments of the advocates of municipal ownership, but as a matter of fact, conveying no special ideas on the subject. Here is a sample of many similar statements: "Audubon, Ind. Tried municipal ownership and failed; it leased the plant to private parties and made contract with them for lights, and the lights are now furnished by the lessee." Also: "Portland, Ore. Dear Sir: The municipal plant was sold to the Electric Light Company. We are now paying about two prices for lights, etc." Mr. Francisco adds the following comment, although there is nothing to show upon what he bases it: "Here is a case where the taxpayers were willing to pay two prices for lights to a private company, rather than operate their municipal plant any longer." Not the least interesting part of the pamphlet is that devoted to editorial comments regarding the author. It is due, however, to Mr. Francisco and public utilities corporations to say that "this and other books published by the author have been published at his own expense, without the knowledge, aid or money from any party or corporation."¹

*The History of Military Pension Legislation in the United States,*² is a monograph, giving a systematic account of national pension legislation in the United States from 1776 to the present time. Dr. Glasson defines a *military pension* as "a regular allowance made by a government to one who has been in its military service, or to his widow or dependent relatives." Of these he finds two kinds: (1) *Invalid or disability pensions*, and *service pensions*, the latter comprising *pure service pensions* and *limited service pensions*.

After a brief notice of the early colonial laws and a statement of the national legislation on pensions prior to 1789 the writer treats his subject topically under five heads:

1. Revolutionary Pension Legislation, 1789-1878.
2. Legislation Based on Service between 1789 and 1861.
3. Civil War Pension Legislation, 1861-79.
4. Civil War Pension Legislation, Arrears Act to 1890.
5. Civil War Pension Legislation, Dependent Pension Act to 1899.

As a result of his historical study Dr. Glasson finds that the trend of pension legislation has been constantly toward increased liberality.

¹ Contributed by Hon. CLINTON ROGERS WOODRUFF, Philadelphia.

² By WILLIAM HENRY GLASSON, Ph. D. The Columbia University Press. Pp. 135. Price, \$1.00. The Macmillan Company, New York.

In 1818 the precedent for the service pension was established by the act pensioning all indigent soldiers who had served in the Revolutionary War. The present system is especially liberal, and is of a double nature, (1) that under the so-called general law, and (2), under the act of June 27, 1890. The latter applies to soldiers of the Civil War and their widows in cases where disability and death are not due to military service. It embraces more pensioners than all our other laws taken together, and is considered by the writer as the most defective part of the system. The former applies to all our wars since the Civil War and to wars of the future. The rules regarding beneficiaries are stricter but the benefice is larger.

The existence of a large surplus in the treasury is given as a principal cause for the unwarranted prodigality of the laws; the evil of encouraging citizens to look for a monetary equivalent for the performance of a patriotic duty as the most serious danger.

"THE CAUSE OF THE SOUTH AGAINST THE NORTH"¹ is a summary of the historical evidence in justification of the Southern States and their action up to and including the Civil War. The author, who was formerly a representative in the United States Congress, has given an interesting, if not always pertinent, account of the issues of the Civil War from the standpoint of the South.

INTERNAL IMPROVEMENT IN MICHIGAN² is a valuable contribution to the literature on the industrial development of the United States. The study covers only ten years of internal improvements in Michigan (1836-46), but the period is one of particular interest, owing to the fact that many of the internal improvements of that state had their beginning at this time. Canal building, railway construction, the development of turnpike roads and bridges formed an important part of the life and interest of this new community. The methods employed, the results accomplished, the financial difficulties undergone, are set forth in detail. The author has proceeded from an investigation of original documents and current literature available to few students in history and economics.

"THE COUNTY PALATINE OF DURHAM,"³ by Gaillard Thomas Lapsley, Ph. D., strikes to the very root of English constitutional history.

¹ By B. F. GRADY. Pp. 345. Price, \$1.00; \$1.50. Raleigh, N. C.: Edwards & Broughton, 1899.

² By Hannah Emily Keith, M. L. Pages 48. Price, paper, 50 cents. Michigan: Political Science Association, July, 1900.

³ Published in Series of Harvard Historical Studies. Vol. viii, Pp. xv, 380. Price, \$2.00. New York: Longmans, Green & Co.

The author has selected the County Palatine of Durham as a norm, presenting all of the characteristics of the smaller group in English political society; we are thereby given a much more exact knowledge of the constitutional government of the entire empire. He traces the history of the County Durham from its origin, portraying in minute detail the structure of executive and judiciary, as well as the financial and military arrangements. This study is of especial interest to the American student on account of the importation of English institutions in colonial government. It is impossible to understand the colonial establishment of New York, Virginia and the Carolinas without knowing the local government of England at the time. Dr. Lapsley has given us a working model, from which we can reconstruct our early colonial institutions with much greater accuracy than was heretofore possible.

MR. LECKY'S recent work, "The Map of Life,"¹ touches two points of interest in the field of social science, the first being the rapid decline, during the past generation, of the love of individual liberty. The English race are now "contentedly submitting great departments of their lives to a web of regulations restricting and encircling them." The historian declares that "the triumphs of sanitary reform as well as of medical science are perhaps the brightest page in the history of our century." "At the same time the marked tendency of this generation to extend the stringency and area of coercive legislation in the fields of industry and sanitary reform . . . may in more ways than one greatly injure the very classes it is intended to benefit."

The second reflection of special interest relates to the South African policy of the dominant English party. "The Jameson raid was one of the most discreditable as well as mischievous events in recent colonial history, and its character was entirely unrelieved by any gleam either of heroism or of skill." English public sentiment was grossly deceived, "one of the chief and usually most trustworthy organs of opinion having been made use of as an organ of the conspirators." Cecil Rhodes is held responsible. His popularity with the British public is cited as evidence that the standard of morality in international politics has not kept pace with the improving standard of morality in home politics. The following sentences sound a solemn warning which, at the present time, may be construed as addressed to each of the leading world powers: "Of all forms of prestige, moral

¹ *The Map of Life, Conduct and Character.* By WILLIAM EDWARD HARTPOLE LECKY. Pp. xiv, 352. Price, \$2.00. New York: Longmans, Green & Co., 1899.

prestige is the most valuable." "A nation wins prestige if its policy is essentially honorable and straightforward, if the word and honor of its statesmen and diplomatists may be trusted implicitly, and if intrigues and deceptions are wholly alien to their nature."

THE SOURCE-BOOK OF ENGLISH HISTORY¹ is a bold attempt to give in a single volume a collection of sources extending from "the first mention of Britain by ancient historians to the last great treaty with the Boers of South Africa." To the important constitutional and legal documents which are selected with a view to furnish a framework for the history of national development, a great deal of illustrative material is added, which is not strictly documentary. The work of the author therefore called for careful discrimination in the selection of material. The result, from the standpoint of political history, is eminently satisfactory; the political, legal, and even the ecclesiastical changes and growth are admirably set forth so far as the limits of the work would allow. From the point of view of English social and economic development, however, the book is a decided disappointment; a few sources regarding the organization of rural and municipal society in the early mediæval period are given, but the great movements of more recent centuries, such as the abolition of serfdom, the transition from villainage to free labor, and the important social and economic changes of the early Tudors are absolutely ignored. Nor does the great industrial revolution and the consequent readjustment receive better treatment. This peculiar bias in the choice of material is inexcusable and has resulted in an unfortunate and serious defect in an otherwise meritorious work.

The constructive work by the author appears to advantage in the chapters on "Bibliography of Sources," followed by one of less value, giving the "Sources Arranged by Epochs."

"CASES ON CONSTITUTIONAL LAW"² is a convenient collection of the most important cases affecting our constitutional development. The value of these collections in general depends upon the ability of the compiler to select those decisions and just those parts of each decision which are important. In the second place the value of the compilation depends upon the description of all the incidents surrounding the case. President McClain has chosen his cases and his quotations from each case admirably. It is, therefore, to be regretted

¹ By GUY CARLETON LEE, Ph. D. Pp. 609. Price, \$3.00. New York: Henry Holt & Co., 1900.

² By EMLIN MCCLAIN. Pp. xv, 1080. Price, \$4.50 net; \$5.00. Boston: Little, Brown & Co., 1900.

that the space at his command did not permit of a satisfactory explanation of the origin of each case. In the chapter on "The Government of Territories," the book bids fair to be antiquated in a very short time by reason of the rapid development of our constitutional law on this point. One or two important and interesting cases are not found in the compilation, but the ground as a whole is well covered and it may be said that the object of the collection is attained.

DR. ELLIS P. OBERHOLTZER has rewritten his monograph on "The Referendum in America,"¹ and brought it up to date. Among the most important additions are the first three chapters on "The Interplay of French and American Thought in the Eighteenth Century," "The Downfall of Franklin's Government in Pennsylvania," and "The Rise of the Constitutional Convention." In these three chapters the author gives a most interesting discussion of the conflict between the political philosophies of Franklin and John Adams, Franklin representing the extreme radical tendency of democracy, while Adams represented the theory of checks and balances. Dr. Oberholtzer is of the opinion that Franklin's system worked more injury than good to the government of the colonies and the Pennsylvania constitution of 1776 is pointed to as an indication of this. The author thinks it fortunate that the philosophy represented by Adams triumphed in the Federal Constitutional Convention of 1787.

After this preliminary discussion, which might well have been condensed into a single chapter and entitled "Radical *versus* Conservative Democracy," the author proceeds to a discussion of the referendum as it has developed in America. This development has taken place in three forms, the referendum on entire constitutions, the referendum on laws, and the local referendum. The local referendum is the most varied of the three, having developed, for example, as a referendum on bills affecting the scope and form of local government, on loan and financial bills, on liquor licenses, etc. The work is in no sense a critical one, nor is it an attempt to justify direct legislation, but aims to be "an unvarnished historical account of some important developments in the field of popular government in the United States of America." In his concluding chapter on "Referendum *versus* Representative System," Dr. Oberholtzer has been almost too careful in his efforts to avoid a prejudiced conclusion. "One cannot escape the thought, therefore, that there may be compensations in the method of direct legislation, at any rate with regard to local government, and that it may at least not be a tendency to make our system, already bad, in any essential respect the worse." Dr. Oberholtzer's work should help to dispel the widespread ignorance on this important subject.

¹Pp. 430. Price, \$2.00 net. New York: Charles Scribner's Sons, 1900.

THE REPORT ON MUNICIPAL TRADING,¹ by the Joint Select Committee of Parliament, appointed to investigate this subject, will be found invaluable by all who are interested in the question of municipal ownership and operation of public conveniences. With the usual deliberation and thoroughness of parliamentary committees appointed for the purposes of investigation, the Earl of Crewe and his colleagues held fifteen sittings, all of considerable length, and heard both sides of the question discussed by thirty-five witnesses, representing governmental organs, local bodies, public and private enterprises. The results of the system of questions and answers by which the investigation was carried on are found in this "blue book" entitled "Municipal Trading." The committee consisted of five commoners and five lords.

The minutes of evidence fill about three hundred and fifty pages, and the appendix one hundred and fifty.

From the various tables and statements of the witnesses we gather a number of important facts regarding the present state of municipal activity in business undertakings. In England and Wales there are 265 municipal corporations thus engaged, and also 74 in Scotland. This is 45 per cent of the boroughs in the United Kingdom. The chief industries are: Waterworks, 226; markets, 197; gasworks, 119; baths, etc., 112; tramways, 65; cemeteries, 64; electric lighting, 60; piers, quays, etc., 15; working-class dwellings, 8. The amount of capital involved is \$440,726,975, of which 94 per cent is borrowed. Half of this is employed in waterworks and a quarter in gas. Electric lighting uses seventeen and tramways sixteen millions. Between 1875 and 1896 the percentage of local to national debt rose from twelve to thirty-nine.

All arguments brought forward against municipal trading may be summed up in these statements: (1) that water alone being a universal necessity, municipal industry should be limited to supplying it; (2) municipalities lack the business experience essential to carrying on tramways, gasworks, etc., successfully; (3) local authorities are overworked; (4) municipalities cannot take advantage of modern improvements, or would not without the stimulus of competition; (5) the large number of workmen employed constitute an important electoral factor; (6) using profits from one industry in another is bad finance; (7) private enterprise is discouraged and industrial progress checked; (8) to it is due the backwardness of electrical and

¹ *Report from the Joint Select Committee of the House of Lords and the House of Commons on Municipal Trading, together with the Proceedings of the Committee, Minutes of Evidence and Appendix.* Pp. x, and 513. Price, 4s. 3d. London: Printed for Her Majesty's Stationery Office, by Wyman & Sons, Limited, 1900. Blue Book 305.

other industries in England; (9) it involves an enormous increase of debt; (10) it embroils municipal bodies in labor troubles.

On the other hand advocates are not wanting among the witnesses to show that (1) the question of what constitutes a universal necessity differs in different municipalities and, therefore, trading ought not to be limited to water; (2) corporations can borrow money at a very low rate of interest; (3) many men are willing to devote their public life to these undertakings rather than ally themselves with private undertakings; (4) the comfort and convenience of citizens are better looked after; (5) the corporations can employ the most efficient and experienced officials and workmen; (6) they can pay the highest wages and house the workmen better, thereby avoiding labor troubles; (7) increase of debt is merely nominal, and in several cases more capital has been paid off than would have been under companies; (8) only one-third of the local debt of England is due to trading industries; (9) rate-payers generally approve of municipal trading. Detailed accounts are given of the successful municipal enterprises of Birmingham, Liverpool, Manchester, Leeds, Glasgow, Blackpool and London. The arguments of private traders against corporations engaging in tramway, electric lighting, gas, telephone, paving manufacture, etc., are answered by tabulated statements and statistics drawn from the experience of some of the best governed cities in the United Kingdom.¹

"INTERNATIONAL LAW"² is one of the latest additions to the Temple Cyclopædic Primers. The idea of condensing a treatise on international law into less than two hundred pages is a novel one but is decidedly in line with the modern tendency toward shorter books. The author has given a good, though necessarily cursory and suggestive treatment of the most important modern questions, *e. g.* the law of peace and war, neutrality, blockades, etc. In most instances it has been impossible to do more than mention the question at issue and often the author has stated what should be rather than what is the law. Nevertheless, the work is interesting and will doubtless prove useful as an introduction to the subject.

"ETHICAL MARRIAGE"³ is an attempt to discuss the moral aspects of the marriage bond. The author treats several sides of marriage which have not heretofore been discussed in popular works, but he

¹ Contributed by HENRY JOHNS GIBBONS, Philadelphia.

² By F. E. SMITH, M. A., B. C. L. Pp. 184. London: J. M. Dent & Co., 1900.

³ By DELOS F. WILCOX. Pp. 235. Price, \$1.25. Ann Arbor, Mich.: Wood-Allen Publishing Company, 1900.

does so in a way which will not offend even the most delicate sensibilities. While very few will agree with some of the conclusions reached, yet the main thought of the work will be acceptable to all. Emphasis is placed upon the social side of marriage and this feature of the work constitutes a comparative novelty.

THE GOVERNMENT CLASS BOOK¹ is one of the few secondary books intended to present the principles and facts of political science necessary to the proper exercise of the functions of citizenship. The first part, the exposition of general principles of legal and political science, is a revision of Mr. Young's former manual. The second part is a study by Professor Judson of the method and machinery of the government of Illinois.

In addition to the subjects treated in every conventional text-book on civics, six out of fourteen sections are devoted to local government, public revenue, public education, constitutional restrictions on the powers of government and the relations of Illinois to the United States. The teacher will find helpful suggestions in the frequent use of references, as well as in the ten appendices. Here are given an analysis of the Illinois constitution, the governors of Illinois, the presidents of the United States, the electoral votes cast by Illinois, the congressional districts, the senatorial districts and the election districts of the supreme court, the judicial circuits, the area and population of Illinois and Chicago since their settlement and a list of references to laws and constitutions.

REVIEWS.

Historical Jurisprudence. An Introduction to the Systematic Study of the Development of Law. By GUY CARLETON LEE. Pp. xv, 517. Price, \$3.00. New York: The Macmillan Company, 1900.

"The unity which it is the business of jurisprudence to exhibit as underlying all the phenomena which it investigates is the late discovery of an advanced civilization, and was unperceived during much of the time during which those phenomena were accumulating. The facts can only be presented by history, and history may be studied with the sole view of discovering this class of facts. But this is not the task of jurisprudence, which only begins when these facts begin to fall into an order other than the historical and to arrange themselves

¹*The Government Class Book. A Manual of Instruction in the Principles of Constitutional Government and Law.* By ANDREW W. YOUNG and HARRY PRATT JUDSON, LL. D. Pp. 265. Price, 75c. New York: Maynard, Merrill & Co., 1900.